

Message Text

CONFIDENTIAL

PAGE 01 STATE 220255 TOSEC 260078

41

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/044 R

DRAFTED BY EUR/SOV:MTDIXON:BG
APPROVED BY EUR/SOV:JAARMITAGE
EUR/SOV - RBARRY
EB/AN - WRILEY
S/S-APSHANKLE

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FM SECSTATE WASHDC
TO AMEMBASSY MOSCOW IMMEDIATE
INFO USDEL SECRETARY PRIORITY

C O N F I D E N T I A L STATE 220255 TOSEC 260078

E.O. 11652: GDS

TAGS: EAIR, UR, US

SUBJECT: CIVIL AVIATION

1. SOVIET MINISTER COUNSELOR VASEV CALLED ON DEPUTY ASSISTANT SECRETARY ARMITAGE, SEPT. 3, TO DELIVER WHAT HE CHARACTERIZED AS "A MESSAGE FROM MINISTER GROMYKO TO SECRETARY KISSINGER." CHARGE VORONTSOV HAD SOUGHT APPOINTMENT WITH DEPUTY SECRETARY ROBINSON TO DELIVER MESSAGE. TEXT OF ORAL STATEMENT FOLLOWS:

BEGIN TEXT. IT IS WELL KNOWN THAT, ON JUNE 23, 1973 DURING THE SOVIET-US SUMMIT MEETING IN WASHINGTON THE TWO SIDES SIGNED A PROTOCOL ON QUESTIONS RELATING TO THE EXPANSION OF AIR SERVICES. IN THAT PROTOCOL THE SIDES DESIRING TO FOSTER EXPANDED COMMUNICATIONS BETWEEN THE TWO COUNTRIES ON A MUTUAL BASIS AND RECOGNIZING THE ROLE WHICH AIR TRANSPORTATION CAN PLAY IN THIS CONNECTION, HAVE AGREED TO OPEN ADDITIONAL SERVICES AND TO INCREASE FLIGHT FREQUENCIES
CONFIDENTIAL

CONFIDENTIAL

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IN THOSE SERVICES.

IN IMPLEMENTATION OF THE ABOVE-MENTIONED AGREEMENT REPRESENTATIVES OF AEROFLOT AND PAN AMERICAN SIGNED IN JUNE 1975 A MEMORANDUM ON INCREASING FLIGHT FREQUENCIES FOR A THREE

YEAR PERIOD AND ON BROADENING COMMERCIAL RIGHTS OF THE AIRLINES. ACCORDING TO THE WISHES OF THE US SIDE IT WAS THE PAN AMERICAN AIRLINES WHICH WERE THE FIRST AMONG FOREIGN AIRLINES OPERATING FLIGHTS TO THE SOVIET UNION, GRANTED UNDER THAT MEMORANDUM THE RIGHT TO USE WIDE-BODIED B-747 AIRCRAFT IN SERVICES CONNECTING THE USSR AND THE UNITED STATES.

HOWEVER AFTER THAT THE US CIVIL AERONAUTICS BOARD UNDER THE PRETEXT OF "IMBALANCE" IN THE VOLUME OF TRANSPORTATION AND REVENUES OF AEROFLOT AND PAN AMERICAN, UNILATERALLY ANNULLED THE SAID AGREEMENT BETWEEN THE AIRLINES AND AS A RESULT OF THIS INTERAGENCY CONSULTATIONS HELD IN NOVEMBER 1975 WERE OF NO SUCCESS. IN THE COURSE OF FURTHER CONSULTATIONS IN APRIL, MAY AND JUNE 1976, THE US SIDE REFERRING AGAIN TO AN "IMBALANCE" TRIED TO IMPOSE ON SOVIET CIVIL AVIATION AGENCIES DISCRIMINATORY PROPOSALS WHICH, IF ACCEPTED, WOULD PLACE AEROFLOT IN AN UNEQUAL, COMMERCIALY INFERIOR POSITION AND WOULD BE TANTAMOUNT TO GRANTING PAN AMERICAN UNILATERAL ADVANTAGES.

HOWEVER, AS THE EXPERIENCE SHOWS, IT IS ABOVE ALL PAN AMERICAN WHICH IS TO BLAME FOR THE DISPARITY REFERRED TO BY THE US SIDE WITH REGARD TO THE TRAFFIC OF THE TWO AIRLINES, BECAUSE IT DOES NOT EXERT SUFFICIENT EFFORT TO INCREASE ITS VOLUME OF TRANSPORTATION BETWEEN THE UNITED STATES AND THE USSR LAYING EMPHASIS INSTEAD ON THE TRAFFIC BETWEEN THE UNITED STATES AND EUROPE.

IN AN EFFORT TO ACHIEVE UNDERSTANDING THE SOVIET SIDE EXPRESSED ITS READINESS TO CONSIDER AND RESOLVE ARISING PROBLEMS, INCLUDING THOSE RELATED TO THE VOLUME OF TRANSPORTATION AND REVENUES OF THE AIRLINES, SIMULTANEOUSLY WITH OTHER PROBLEMS OF AIR SERVICES BETWEEN OUR COUNTRIES ON THE "PACKAGE" PRINCIPLE. HOWEVER THIS WAS CONFIDENTIAL

CONFIDENTIAL

PAGE 03 STATE 220255 TOSEC 260078

NOT MET WITH A POSITIVE RESPONSE FROM THE US SIDE. BECAUSE OF THE LACK OF A NECESSARY AGREEMENT ON THE ENTIRE COMPLEX MATTER OF AIR SERVICES, CHARTER FLIGHTS WHICH ENABLE THE US AIRLINES TO INCREASE CONSIDERABLY THEIR SHARE IN TRAFFIC AND REVENUES MAY BE UNDER THE THREAT OF TERMINATION AFTER MARCH 31, 1977.

THUS, ONE MAY ASSUME THAT REFERENCES TO AN "IMBALANCE" ARE

USED AS A PRETEXT TO IMPEDE THE DEVELOPMENT OF SOVIET-US RELATIONS IN THE FIELD OF AIR SERVICES CONTRARY TO THE SENSE OF THE PROTOCOL OF 1973 IN THIS REGARD.

ONE CANNOT HELP NOTING THAT OTHER OBSTACLES HAVE BEEN PUT RECENTLY TO THE NORMAL WORK OF AEROFLOT IN THE UNITED STATES. IN PARTICULAR, DIFFICULTIES ARE CREATED IN REACHING ON TIME AGREEMENT ON DEFINITIVE FLIGHT SCHEDULES FOR THE FUTURE, WHICH UNDERMINES THE CONFIDENCE OF TOURIST FIRMS AND PASSENGERS IN AEROFLOT. ALREADY, DURING A CERTAIN PERIOD OF TIME THE US AVIATION AUTHORITIES PREVENT THE DESIGNATED AIRLINE OF THE UNITED STATES FROM CONDUCTING INDEPENDENTLY ANY NEGOTIATIONS WITH AEROFLOT ON THE QUESTIONS OF COOPERATION. THE SAME CAN BE SAID OF THE ATTEMPT TO SUE AEROFLOT IN COURT ON A FAR-FETCHED CHARGE FOR THE ACTIONS OF FIRMS OF THIRD COUNTRIES.

AS A RESULT OF AN UNCONSTRUCTIVE AND UNOBJECTIVE ATTITUDE OF THE US SIDE A SITUATION ARISES WHEN AIR SERVICES BETWEEN THE USSR AND THE UNITED STATES, INSTEAD OF FURTHER EXPANDING, WHICH WAS AGREED UPON BY THE GOVERNMENTS OF OUR TWO COUNTRIES, MAY BE THROWN BACK TO A MINIMUM LEVEL. THE SOVIET SIDE BELIEVES THAT IT WILL NOT BE TO THE MUTUAL INTERESTS OF THE DEVELOPMENT OF SOVIET-US RELATIONS.

THE SOVIET CIVIL AVIATION AGENCIES ARE READY, AS BEFORE, TO DISCUSS AND RESOLVE THE PROBLEMS OF COOPERATION BETWEEN OUR TWO COUNTRIES IN THE FIELD OF AIR SERVICES WITH A VIEW TO EXPANDING SUCH COOPERATION ON THE BASIS OF THE PRINCIPLES OF EQUALITY AND MUTUAL BENEFIT, IN STRICT ACCORDANCE WITH THE EXISTING AGREEMENTS AND CONFIDENTIAL

CONFIDENTIAL

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ARRANGEMENTS, AND THUS TO CONTRIBUTE TO THE GENERAL POSITIVE DEVELOPMENT OF SOVIET-US RELATIONS. END TEXT.

2. ARMITAGE RESPONDED THAT IT IS TIME FOR THOSE RESPONSIBLE FOR THE OVERALL RELATIONS BETWEEN THE US AND THE USSR TO INVOLVE THEMSELVES MORE ACTIVELY IN CIVIL AIR QUESTIONS. HE REJECTED THE ALLEGATION THAT THE US SIDE WAS USING IMBALANCE AS A "PRETEXT" FOR IMPEDING IMPLEMENTATION OF CIVAIR AGREEMENT. DURING THE PAST THREE ROUNDS OF TALKS THE US HAD OFFERED SEVERAL PROPOSALS TO ACHIEVE A BALANCE OF BENEFITS AND WHICH WOULD LEAD TO INCREASED MARKET SHARES FOR BOTH AIRLINES, BUT SOVIET SIDE HAD REJECTED THEM OUT-OF-HAND AND FAILED TO OFFER

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WHO DESIRE TO FLY ON AGREED ROUTES ON PAN AM SERVICES EVEN THOUGH TICKETING ARRANGEMENTS ARE MUCH MORE PERMISSIVE FOR AEROFLOT IN THE US THAN FOR PAN AM IN THE USSR.

3. ARMITAGE EMPHASIZED THAT THE US IS PARTICULARLY CONCERNED ABOUT THE ANNOUNCED SOVIET INTENTION TO CUT OFF US CHARTER FLIGHTS TO THE USSR IF A GENERAL CIVIL AIR AGREEMENT TO THEIR LIKING IS NOT REACHED. HE REMINDED VASEV THAT THE SOVIETS WERE GIVEN RIGHTS TO SERVICE WASHINGTON ONLY WHEN IT WAS CLEARLY UNDERSTOOD THAT THE US WOULD REACH ASSURANCES FOR CHARTER FACILITATION AND THAT THOSE WHO THREATEN CHARTER FLIGHTS MUST ANTICIPATE A REDUCTION OF SERVICES TO A MINIMUM LEVEL RATHER THAN EXPANSION.

4. IN CONCLUSION, ARMITAGE REEMPHASIZED: (A) THE US IS INTERESTED IN CORRECTING THE CURRENT IMBALANCE OF BENEFITS, (B) THE US WANTS TO TAKE STEPS TO INCREASE THE MARKET SHARES OF BOTH AIRLINES, AND (C) IF THE PRESENT COURSE OF OUR CIVIL AIR RELATIONS DID NOT CHANGE IN THE NEAR
CONFIDENTIAL

CONFIDENTIAL

PAGE 05 STATE 220255 TOSEC 260078

FUTURE, IT IS IMPERATIVE THAT THOSE RESPONSIBLE FOR BROADER ASPECTS OF US-SOVIET RELATIONS TAKE AN ACTIVE INTEREST IN THE QUESTION. ARMITAGE SAID WE WOULD GIVE THE SOVIET MESSAGE THE URGENT ATTENTION IT DESERVED BUT ALSO SUGGESTED THAT THE SOVIET EMBASSY IN WASHINGTON RECOMMEND THAT THE SOVIET CIVIL AVIATION AUTHORITIES BE DEVELOPING A CONSTRUCTIVE RESPONSE TO OUR PROPOSALS EVEN AS WE WORK ON A RESPONSE TO THE MESSAGE FROM GROMYKO.

5. DEPARTMENT WILL PREPARE FORMAL REPLY TO SOVIET DEMARCH-
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CONFIDENTIAL

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C O N F I D E N T I A L STATE 220255 TOSEC 270526

FOLLOWING REPEAT STATE 220255 ACTION MOSCOW INFO USDEL SECRETARY
SEP 4.

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CONFIDENTIAL

CONFIDENTIAL

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CONFIDENTIAL

CONFIDENTIAL

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CONFIDENTIAL

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CONFIDENTIAL

CONFIDENTIAL

PAGE 05 STATE 220255 TOSEC 270526

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UNQUOTE ROBINSON

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Message Attributes

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Disposition Approved on Date:
Disposition Authority: ShawDG
Disposition Case Number: n/a
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Margaret P. Grafeld
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